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ABSTRACT

This is a descriptive summary of the characteristics of bilingual students and programs in Seattle, Washington for 1976-1980. The first section presents information on Seattle's students from non-English language backgrounds in regard to their English fluency, language group membership, family income, residential patterns, and by their attrition from lower categories of English fluency. In the second section a detailed description of the instructional services provided to bilingual students is found. This section outlines the structure, operation, and components of Seattle's bilingual programs which include program development, instructional methods, staff development, funding, and Lau compliance service status. The last section discusses the following issues of particular concern to school district planners in the future implementation of special language programs: (1) growth of the bilingual population; (2) entrance and exit criteria for students; (3) need for a comprehensive approach to program evaluation; and (4) problems with funding. Appendices contain a summary of Seattle's Lau Compliance Plan, detailed data and descriptors used in this report, and achievement characteristics of those students in lower English fluency categories. (APM)

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A DESCRIPTIVE SUMMARY OF THE CHARACTERISTICS OF BILINGUAL STUDENTS AND PROGRAMS IN SEATTLE (1976-1980)

REPORT NO. 81-1
FEBRUARY 1981

TOM MATTHEWS
SUSAN FONG

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ABSTRACT

I. What are the background characteristics of Seattle's students from non-English language backgrounds?

A. Fluency. Of the 6,341 bilingual students in the District (June 1980), 38% (N=2,435) were of limited English proficiency (fluency categories A and B). The number of fluency category A and B students in the District has more than doubled since 1976-77.

B. Language Group. Asian languages are spoken by most of the bilingual students in Seattle. Chinese and Philippine language groups have the largest numbers of students; Indochinese language groups are currently showing the highest rate of growth.

C. Attrition. The net increase in the number of fluency category A and B students is only about half the number of new A and B students registered yearly by the District. During the past year, 1,666 new fluency category A and B students were registered. However, during the same period 400 other A and B students were moved to fluency category C or above, and 466 left the District through graduation and transfer. Newly enrolling students arrive in sizable clusters throughout the school year, whereas students leaving the service population are widely dispersed. Additional centers were needed after the start of the 1979-80 school year to avoid undue impact on baseline staffing and non-center course enrollment as new students entered the District.

D. Ethnicity. Fluency category A and B students are largely Asian (90%). The residential patterns of these students are similar to those of other minority group students in the District. The rapid influx of limited English proficiency students and their special program needs have impacted desegregation and facilities consolidation planning.

E. Family Income. Most fluency category A and B students come from low income families that are eligible for free and reduced-price lunches; 61.6% are eligible. Districtwide, only about 31% of all students are eligible.

II. What kinds of services are provided to bilingual students?

A. Centers. Nearly 90% of the fluency category A and B students attend schools with special language centers. The proportion of A and B students served in centers and the number of centers have both increased in recent years. Newcomer centers were opened in 1979-80 to serve new Indochinese immigrants who have received relatively little prior schooling.

B. Service Types. Instruction is provided in ESL (English as a Second Language) and bilingual RSM (bilingual instruction in Required Subject Matter). Bilingual service and elementary level ESL is usually provided via a "pull-out" model; however, some full credit special language courses are offered at the high school level, where ESL is

also a regularly scheduled course. Furthermore, Newcomer Center students receive more intensive service than other fluency category A and B students.

C. Instructional Staff. Certified teachers, instructional assistants and part-time tutors provide special language instruction. In June 1980 approximately 114 FTE ESL and bilingual instructional positions were funded through a combination of District, State and federal sources. Of these, approximately 70% were certificated teachers.

D. Service Over Time. The total number of A and B students and the percentage served have steadily increased since 1976-77, from 817 students to 2,154 students in 1979-80.

E. Length of Service. Of fluency category A and B students who have been in the District for four years, 47% were still receiving some sort of special language services during the fourth year. This length of service must be examined in relationship to objective student performance criteria and to available funding criteria.

F. Lau Compliance. In 1979-80, the District met all Lau Plan service specifications for a substantial majority (87%) of students eligible for service. Only 5% lacked sufficient documentation of reasons why specified service was not received. Bilingual instructors were not available in sufficient numbers to serve students representing small language group concentrations at all centers; about 7% of center students lacked regular access to bilingual service.

III. What issues pertinent to District planning and to the implementation of special language programs will be of particular concern during the coming years in Seattle?

A. Bilingual Population Growth. The continuing influx of bilingual students will have an increasingly complex relationship to planning in several areas: facilities consolidation, desegregation, providing instructional staff and space, developing instructional strategies, and funding.

B. Entrance and Exit Criteria for Service. A general District standard for service eligibility is needed. At the present time there are important differences among District practices, State guidelines and proposed federal guidelines concerning entrance and exit criteria for special language services.

C. Comprehensive Approach to Evaluation. Attempts to assess the effectiveness of bilingual programs have been inconclusive because essential components of a comprehensive evaluation plan have not been implemented. Currently, the Bilingual Programs Office, Evaluation Office and Budget Office are developing procedures which should lead to more meaningful studies of program effectiveness.

D. Funding. Shrinking Districtwide revenues combined with a growing bilingual population have led to difficult budgetary decisions. Additional data concerning costs and outcomes of special language services are required to respond adequately to these circumstances.

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FIGURE 2: Residential Distribution of Seattle's Limited English Fluency Students by Neighborhood Kindergarten School. (1979-80 School Year)

INTRODUCTION

This report summarizes data collected between 1976 and 1980 in support of the Bilingual Programs in the Seattle Public Schools.* The following general questions are addressed.

I. What are the background characteristics of students from non-English language backgrounds?

II. What kinds of special instructional services are provided to these students?

III. What issues pertinent to District planning and to the implementation of special language programs will be of particular concern during the coming years in Seattle?

Included in appendices are descriptive summaries of Seattle's Lau Plan and of the achievement characteristics of students who are limited in English proficiency.

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* Many of the data collection activities were initiated as a result of the Seattle School District's Plan to Maintain Compliance with the Lau vs. Nichols Supreme Court Decision. An explanation of the Lau Plan is presented in Appendix A.

BACKGROUND CHARACTERISTICS OF STUDENTS FROM
NON-ENGLISH LANGUAGE BACKGROUNDS

Fluency

Since the initiation in 1976 of activities designed to demonstrate District compliance with the Lau vs. Nichols Supreme Court decision, students from non-English language backgrounds have been grouped into the following categories of English language dominance (fluency):

A = Speaks no English
B = Speaks less English than another language
C = Speaks English and another language with equal ease
D = Predominantly speaks English
E = Speaks only English

At the conclusion of the 1979-80 school year a total of 6341 bilingual* students were registered in the Seattle Public Schools. The distribution of these students by fluency categories was as follows. Category A: 747 students (12%), Category B: 1688 students (27%), Category C: 1886 students (30%), Category D: 1632 students (25%), Category E: 388 students (6%).

Students in fluency categories A and B comprised 39% of the total bilingual population and were generally considered to have the most immediate need for special language services because they spoke a non-English language with greater fluency than English. Furthermore, category A and B students constitute the group designated to receive special instructional services in the District's Lau Compliance Plan.

Fluency by Year

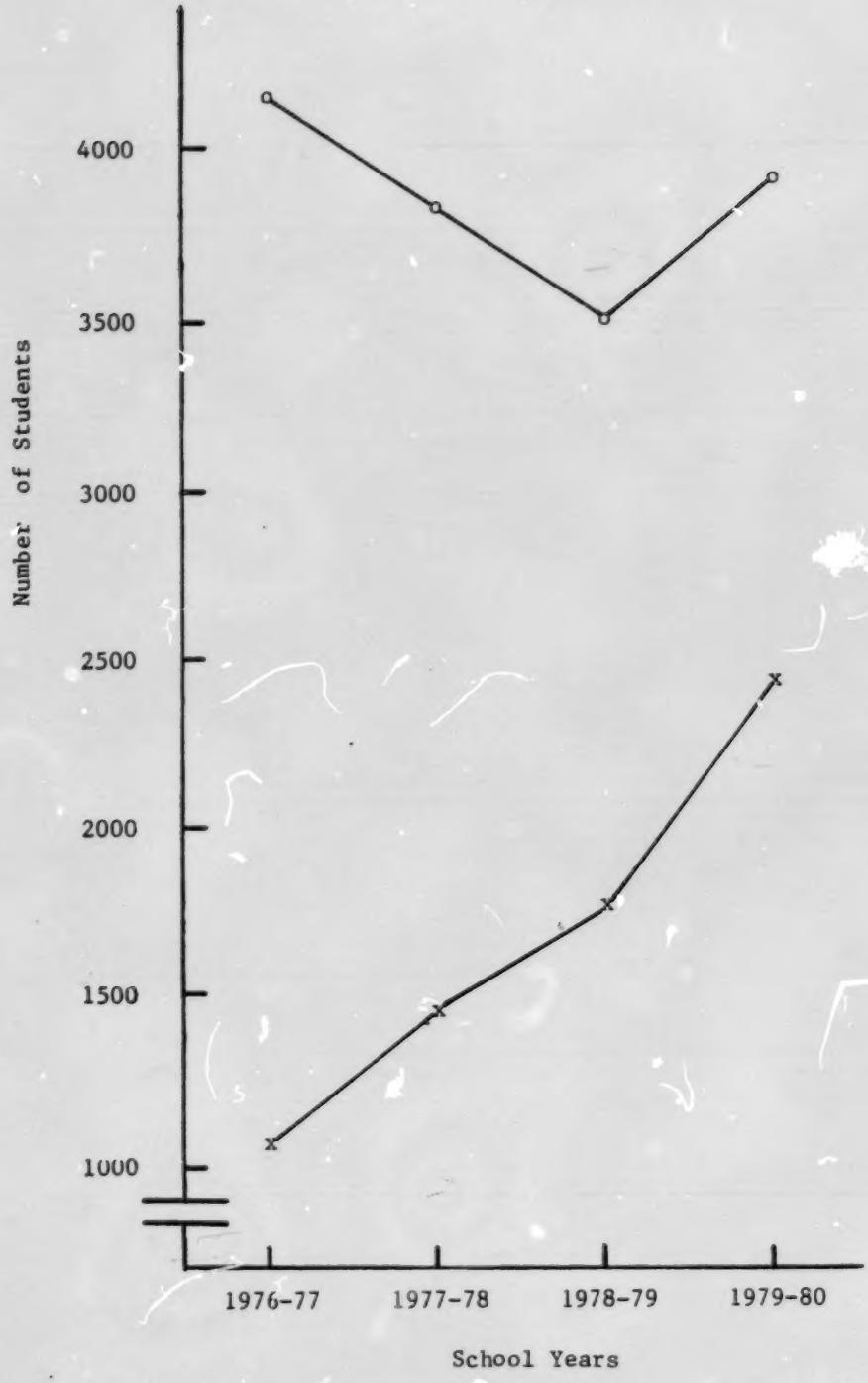
Figure 1 shows the growth trends for bilingual students in the District during school years 1976-77 through 1979-80. The number of students in fluency categories A and B has more than doubled during this period (a growth of 1349 students). In contrast, the change in the number of students in fluency categories C-E has been erratic, resulting in a net loss of 221 students. The increase in the number of students in fluency categories A and B has had a significant impact on the District in terms of additional need for special language services.

---

* For the remainder of this report, the term "bilingual students" will be used interchangeably with "students from non-English language backgrounds" in discussing the population of interest.

Figure 1

NUMBERS OF BILINGUAL STUDENTS BY MAJOR FLUENCY GROUPS
(SCHOOL YEARS 1976-77 THROUGH 1979-80)



KEY:

x = Fluency Categories A and B

o = Fluency Categories C - E.

Language Group by Year by Fluency

Table 1 shows the number of bilingual students by language group* (categorized into 9 major language groups plus a composite group of other languages) by year (1976-1980) by fluency. The language groups with the largest numbers of students are Chinese, Philippine and Others**. Those with the largest absolute growth during the past year (1979-80) are Lao/Hmong/Mien (increase of 337), Chinese (increase of 226), and Vietnamese (increase of 245). Groups with the largest numbers of students in fluency categories A and B are Chinese (596), Vietnamese (490), Lao/Hmong/Mien (384), Philippine (211), and Other languages (205).

Recent growth in the numbers of fluency category A and B students appears to be produced primarily by the immigration of Indochinese refugees. Vietnamese, Cambodian, Lao/Hmong/Mien and Chinese*** language groups are growing rapidly in these fluency categories, and growth in these language groups is expected to continue at least through 1981. Conversely, relatively little growth is observed in fluency categories A and B for Philippine, Spanish and Japanese language students. The numbers of category A and B students from Korean, Samoan and "Other" groups have actually decreased during the past year.

Attrition

Typically, counts of fluency category A and B students are based upon year-end tabulations. This practice produces estimates of net change in the population. However, the net increases observed in the size of the fluency categories A and B population from year to year are not equivalent to the total number of new A and B students registered in a year. In fact, the total A and B population increases by only about half of the number of new students.

For example, 1,666 new fluency category A and B students were registered in the District**** between June 1979 and June 1980. However, during the same period 400 other A and B students moved to higher fluency categories and 466 A and B students graduated or left the District. Additionally, 33 students dropped from higher fluency categories (C-E) to categories A and B. This resulted in a net increase (in the A and B categories) that was only 50% as large as the number of new A and B students registered in the District at some time during the period.

---

* An expanded distribution of languages by fluency (1979-80) is shown in Appendix B.

** The "Other" language category represents over 30 additional languages, each with relatively small numbers.

*** A portion of the Vietnamese refugee students speak a Chinese language.

****Figures based upon 1978-79 and 1979-80 statistics from the longitudinal version of the Bilingual Master File. A new student was defined as one who was registered in the District in 1979-80 but not in 1978-79.

TABLE 1

SEATTLE SCHOOL DISTRICT
NUMBER OF STUDENTS IDENTIFIED IN FLUENCY CATEGORIES A & B
AND C-E BY MAJOR LANGUAGE GROUP AND SCHOOL YEAR

(1976 - 1980)

Major Language Group	School Year	FLUENCY CATEGORIES		
		A & B	C, D & E	Total
CHINESE	1976-77	253	986	1239
	1977-78	333	944	1277
	1978-79	391	908	1299
	1979-80	596	948	1544
PHILIPPINE	1976-77	120	716	836
	1977-78	177	696	873
	1978-79	205	632	837
	1979-80	211	715	926
KOREAN	1976-77	161	190	351
	1977-78	182	185	367
	1978-79	193	189	382
	1979-80	188	241	429
SPANISH	1976-77	53	490	543
	1977-78	84	461	545
	1978-79	91	395	486
	1979-80	99	418	517
JAPANESE	1976-77	55	322	377
	1977-78	81	275	356
	1978-79	71	234	305
	1979-80	79	252	331
SAMOAN	1976-77	47	157	204
	1977-78	88	157	245
	1978-79	94	150	244
	1979-80	81	204	285
VIETNAMESE	1976-77	254	68	322
	1977-78	326	66	392
	1978-79	355	114	469
	1979-80	490	205	695
CAMBODIAN	1976-77	23	4	27
	1977-78	20	8	28
	1978-79	32	12	44
	1979-80	102	23	125
LAO/HMONG/MIEN	1976-77	13	1	14
	1977-78	11	1	12
	1978-79	57	2	59
	1979-80	384	12	396
OTHER	1976-77	107	1192	1299
	1977-78	163	1018	1181
	1978-79	260	877	1137
	1979-80	205	887	1092
ALL LANGUAGES COMBINED	1976-77	1086	4126	5212
	1977-78	1465	3811	5276
	1978-79	1749	3513	5262
	1979-80	2435	3905	6340

Because students currently entering the fluency categories A and B population tend to be Indochinese and those leaving tend to be from other language groups, the language composition of the group identified for special service is changing rapidly. Furthermore, since the fall of 1979, enrolling students (mostly Indochinese) have continued to arrive in large concentrations after the start of the school year. Students leaving the service population are dispersed widely by school and grade level and represent non-Indochinese languages. Therefore additional centers have been created throughout the school year to accommodate newly registering Indochinese students.

District Enrollment

Table 2 compares the size of the bilingual population with the total District enrollment between 1976 and 1980. In June of 1976 the fluency category A and B students comprised 1.7% of the District enrollment. By May of 1980 this population (fluency categories A and B) represented 4.9% of the total District enrollment. Overall (fluency categories A-E) the bilingual population has grown from 4.2% of the District in June of 1976 to 12.8% in May of 1980.

Ethnicity by Fluency

Table 3 shows the 1979-80 distribution of bilingual students by ethnicity and fluency. The number of Asian students is conspicious; over three-fourths (76.6%) of all bilingual students (A-E) and approximately 90% of the fluency category A and B students are Asian. White (13.1%) and Hispanic (8.6%) groups have small numbers of bilingual students, followed by Black (.9%) and Native American (.8%) students.

Residential Distribution

Figure 2 shows the residential distribution of limited English fluency students (1979-80). Although fluency category A and B students reside in all areas of Seattle, they are concentrated in the central and southeastern portions of the District. This residential pattern is similar to that displayed by other minority students (nonbilingual) in the District. The need to avoid creation of newly segregated schools and the practice of concentrating fluency category A and B students at a limited number of school sites to maximize the availability of bilingual service have meant that Bilingual Center locations are frequently different from the schools assigned to students by the Seattle Plan. Program expansion for bilingual students has taken place primarily in West Seattle and in north-end schools not initially involved in pairs and triads. The rapid growth in the fluency categories A and B population has diminished the number of appropriate expansion sites available. The relationship between desegregation goals and bilingual program needs will require further study as the District implements its facilities consolidation schedule.

TABLE 2

NUMBER OF STUDENTS IN FLUENCY CATEGORIES A AND B
AND C-E BY YEAR EXPRESSED AS PERCENTAGE OF DISTRICT ENROLLMENT

Categories	1975-76		1976-77		1977-78		1978-79		1979-80	
	N	% Dist. Total Enroll-ment	N	% Dist. Total Enroll-ment	N	% Dist. Total Enroll-ment	N	% Dist. Total Enroll-ment	N	% Dist. Total Enroll-ment
Fluency A & B	1052	1.7	1086	1.8	1465	2.6	1749	3.3	2435	4.9
Fluency C - E	1564	2.5	4126	6.9	3811	6.8	3513	6.7	3905	7.9
TOTAL Bilingual Enrollment	2616	4.2	5212	8.7	5276	9.4	5262	10.0	6340	12.8
TOTAL District Enrollment	as of 6/76 62,652		as of 6/77 57,495		as of 6/78 56,353		as of 5/79 52,475		as of 5/80 49,684	

TABLE 3

ETHNIC GROUP DISTRIBUTION OF STUDENTS FROM NON-ENGLISH LANGUAGE BACKGROUNDS BY MAJOR FLUENCY GROUP (1979-80)

Ethnic Group	Fluency A-B		Fluency C-E		Total	
	N	%	N	%	N	%
Hispanic	131	5.4	412	10.5	543	8.6
Native American	2	0.1	49	1.3	51	0.8
Asian	2182	89.6	2677	68.5	4859	76.6
Black	9	0.4	51	1.3	60	0.9
White	111	4.6	717	18.4	828	13.1
TOTAL	2435		3906		6341	100.0

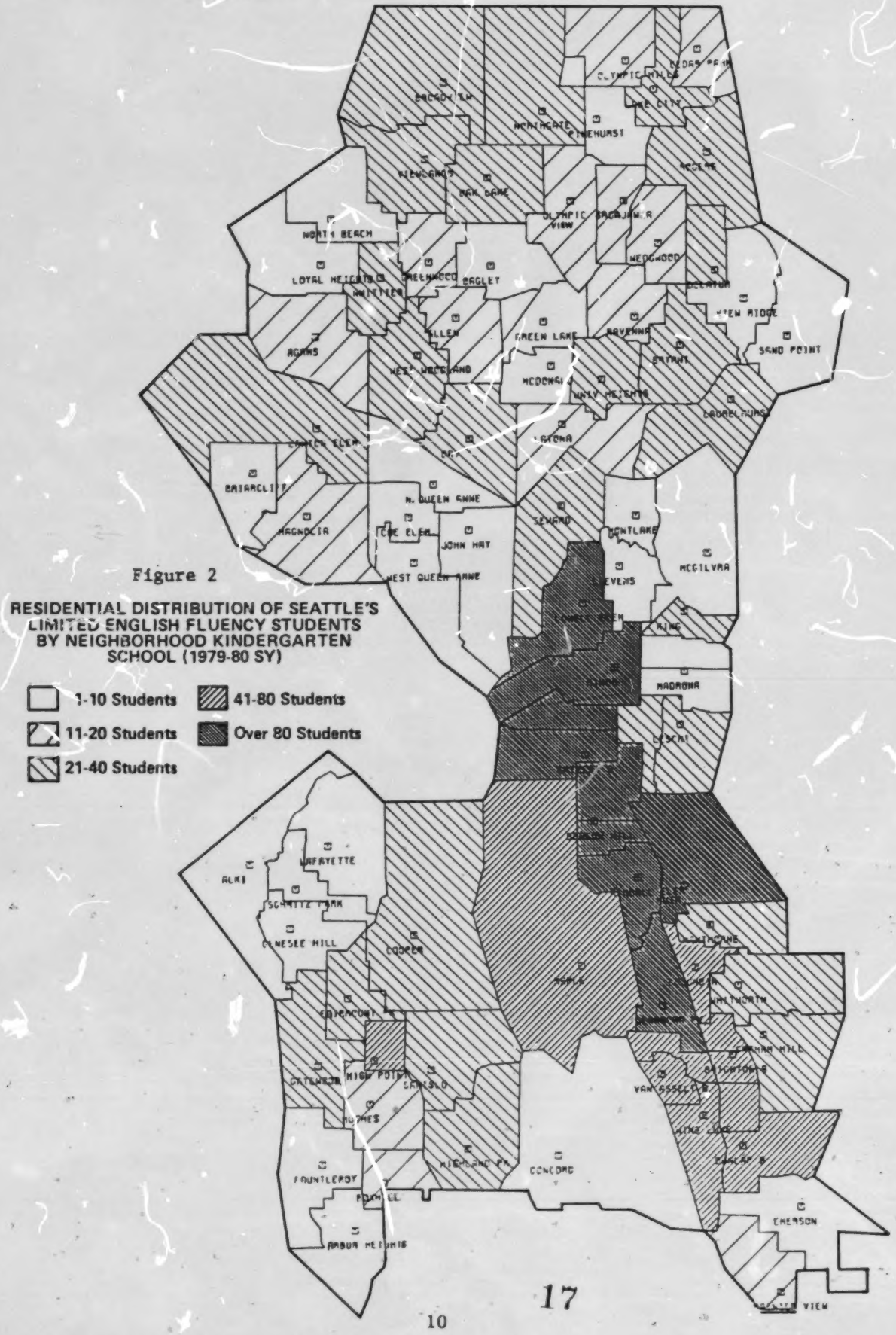


Figure 2

RESIDENTIAL DISTRIBUTION OF SEATTLE'S LIMITED ENGLISH FLUENCY STUDENTS BY NEIGHBORHOOD KINDERGARTEN SCHOOL (1979-80 SY)

Language Group by Grade Level and Fluency

Table 4 shows the percentage of students by grade level within major fluency categories. About half of the A and B, and C-E students are in grade 6 or below. About one-fourth of the C, D & E students are in grades 7-9, and in grades 10-12 respectively. In contrast, fluency category A and B students appear in higher grades in disproportionately large numbers; 28.9% are in grades 10-12 while only 18.9% are in grades 7-9. These results are consistent with the assertion that low fluency students who have not met graduation requirements are electing to stay in school past the traditional graduation age of 18.

TABLE 4

PERCENT GRADE LEVEL DISTRIBUTION OF NON-ENGLISH LANGUAGE BACKGROUND STUDENTS BY MAJOR FLUENCY GROUP (1979-80)

Fluency Group	Grade Levels			Total* Number of Students
	K-6 % Students	7-9 % Students	10-12 % Students	
A and B	52.2	18.9	28.9	2429
C, D and E	49.5	24.8	25.7	3895
TOTAL	50.5	22.5	26.9	6324*

* Sixteen students in ungraded programs are excluded.

The number of students in fluency categories A and B in each grade level cluster within language groups is shown in Table 5. Larger proportions of Japanese (75.9%) and Samoan (65.4%) students appear in grades six and below. In contrast, larger proportions of Vietnamese (36.1%) and Chinese (33.9%) speaking students appear in grades ten and above.

TABLE 5

PERCENTAGE OF FLUENCY CATEGORY A AND B STUDENTS
BY GRADE LEVEL* WITHIN LANGUAGE GROUP

Language Group	Grade Levels K-6 % Students	7-9 % Students	10-12 % Students	Total Number of Students
Chinese	48.8	17.3	33.9	596
Philippine	48.3	22.3	29.4	211
Korean	57.4	16.5	26.1	188
Spanish	61.6	22.2	16.2	99
Japanese	75.9	7.6	16.5	79
Samoan	65.4	17.3	17.3	81
Vietnamese	44.8	18.8	36.3	487
Cambodian	62.7	21.6	15.7	102
Lao/Hmong/Mien	55.5	21.1	23.2	383
Other Languages	48.3	20.0	30.7	203
TOTAL				2429

* Six students in ungraded special education programs are omitted.

Family Income by Fluency and Language Group

The distribution of bilingual students by fluency, language, and free or reduced-price lunch eligibility is shown in Table 6. Eligibility for lunch assistance is a general indicator of low family income, based on family size (see Appendix B). Fluency category A and B students are eligible for free or reduced-price lunch more frequently than C-E students; proportions of eligible students are 61.6% to 36.2% respectively. As a point of comparison, 30.5% of all students in the District are eligible for lunch assistance.

Within language groups, students who speak Vietnamese (79.3%) and Samoan (71.2%) languages have the highest proportions of students eligible for lunch assistance. Further, within fluency categories A and B, the language groups with the largest proportion of students eligible for lunch assistance are Vietnamese (80.8%), Samoan (72.8%), Spanish (70.7%) and Chinese (69.6%).

TABLE 6

FLUENCY BY FREE AND REDUCED-PRICE LUNCH ELIGIBILITY
WITHIN LANGUAGE GROUPS
(1979-80)

Language Group	FLUENCY A & B			FLUENCY C, D & E			TOTAL FLUENCY A - E		
	Percent Eligible	Percent Not Eligible	Total Number of Students	Percent Eligible	Percent Not Eligble	Total Number of Students	Percent Eligible	Percent Not Eligible	Total Number of Students
Chinese	69.6	30.4	596	36.8	63.2	948	49.5	50.5	1544
Philippine	56.9	43.1	211	37.8	62.2	715	42.1	57.8	926
Korean	48.9	51.1	188	25.7	74.3	241	35.9	64.1	429
Spanish	70.7	29.3	99	50.7	49.3	418	54.6	45.4	517
Japanese	7.6	92.4	79	10.3	89.7	252	9.7	90.3	331
Samoan	72.8	27.2	81	70.6	29.4	204	71.2	28.8	285
Vietnamese	80.8	19.2	490	75.6	24.4	205	79.3	20.7	695
Cambodian	58.8	41.2	102	47.8	52.2	23	56.8	43.2	125
Lao/Hmong/Mien	52.6	47.4	384	83.3	16.7	12	53.5	46.5	396
Other Languages	39.5	60.5	205	19.6	80.4	887	23.4	76.6	1092
TOTALS	61.6	38.4	2435	36.2	63.8	3905	45.9	54.0	6340

Special Education by Fluency

Less than 2% of the total bilingual population (A-E) were classified as special education students in 1979-80, compared to about 7% for the total District population. The most frequent categories of special education handicaps identified among bilingual students were "learning language disability" and "mildly mentally retarded." For the total District, the "learning disability" and "speech impaired" categories contained the most students. The distribution of bilingual students by special education code and fluency is shown in Appendix B.

INSTRUCTIONAL SERVICES PROVIDED TO BILINGUAL STUDENTS

Background Information

Prior to implementation of the Lau Plan, the District provided at least English as a Second Language (ESL) instruction or bilingual instruction in required subject matter (bilingual RSM) to the majority of students of limited English speaking ability (fluency categories A and B). Formal bilingual programs were offered in only a few schools, for sizable language group concentrations. Supplementary tutoring was provided as possible and as requested to language-isolated students with very limited skills in English. In schools with small student concentrations, ESL instruction was most often provided by classroom teachers who had completed District in-service training in teaching English language skills.

The Lau Plan specifications that all students in fluency categories A and B must be offered both ESL and native language assistance increased the District's needs for bilingual instructors in schools with small groups of students requiring service. Two different approaches have been taken to meet these needs. In 1976-77, ESL and bilingual subject matter instruction were attempted in all schools with enrollments of students in fluency categories A and B. These 1,086 students represented 43 languages and were enrolled in 104 schools and special programs. Sixty-six of those sites had fewer than ten such students enrolled. In schools with low concentrations of limited fluency students, retrained classroom teachers provided ESL. Bilingual subject matter instruction was provided through part-time tutors, most of them University of Washington students. The combined efforts of volunteers, tutors, and certificated and paraprofessional staff produced the specified combination of services for 45 percent of the target population. ESL services were provided at 98 sites and bilingual services at 79. The administrative challenges of supervising staff at more than ninety sites were compounded by the unavailability of sufficient numbers of bilingual instructors to serve students at such a large number of sites. As a single example, twenty-three Cambodian students were enrolled in sixteen separate schools. Only one qualified bilingual tutor could be found.

In 1977-78, in an effort to reduce the number of schools requiring bilingual staff and to increase the amount of service available to individual students, the District designated thirty schools as bilingual/multilingual centers. Ten of these sites were closed to transfer students under Year 1 Seattle Plan criteria. The remaining twenty schools were designated as program sites for the major language groups in the District and were opened to transfer students whose neighborhood schools were not centers. Parents were notified that ESL and bilingual programs would be offered primarily at those schools. They could transfer their children to center schools, or waive the opportunity to participate in special services.

Center Schools by Language and Fluency

Each year since their inception in 1977-78, bilingual centers have enrolled a larger proportion of the District's total population of students in fluency categories A and B: from 69% in 1977-78, to 80% in 1978-79, to 89% in 1979-80. During the same period the number of centers grew from 30 to 40 to accommodate the influx of Indochinese refugee students.

TABLE 7

DISTRIBUTION OF NON-ENGLISH LANGUAGE BACKGROUND STUDENTS
BY LANGUAGE GROUP AND FLUENCY, WITHIN CENTERS AND NON-CENTERS
(1979-80 School Year)

Language Group	FLUENCY A & B			FLUENCY C, D & E			TOTAL FLUENCY A - E		
	Percent Centers	Percent Non-Centers	Total Number of Students	Percent Centers	Percent Non-Centers	Total Number of Students	Percent Centers	Percent Non-Centers	Total Number of Students
Chinese	94.8	5.2	596	71.7	28.3	948	80.6	19.4	1544
Philippine	89.0	11.0	211	60.0	40.0	715	66.7	33.3	926
Korean	89.9	10.1	188	57.3	42.7	241	71.6	28.4	429
Spanish	85.9	14.1	99	45.7	54.3	418	53.4	46.6	517
Japanese	78.5	21.5	79	57.1	42.9	252	62.2	37.8	331
Samoan	81.5	18.5	81	51.5	48.5	204	60.0	40.0	285
Vietnamese	92.4	7.6	490	54.1	45.9	205	81.1	18.9	695
Cambodian	89.2	10.8	102	60.9	39.1	23	84.0	16.0	125
Lao/Hmong/ Mien	88.8	11.2	384	25.0	75.0	12	86.9	13.1	396
Other Languages	24.3	70.7	205	55.1	44.9	887	50.3	49.7	1092
TOTAL	88.9	11.1	2435	56.7	43.3	3905	69.1	30.9	6340

Table 7 shows the distribution of bilingual students by center status, language group and fluency category for 1979-80. Although nearly 70% of all bilingual students attended center schools, a much larger proportion of the fluency category A and B students (88.9%) than C-E students (56.7%) were evident in schools with special language centers. Schools housing bilingual centers in 1979-80 are listed in Appendix B.

Within the A and B fluency categories, it is interesting to note that only 29% of students in the "other" language group attend center schools. This finding reflects the small numbers of students in this composite group who represent any single language backgound and the consequent lack of justification for full-time bilingual staff. Chinese (94.8%),Vietnamese (92.4%), Korean (89.9%), Philippine (89.0%) and Cambodian (89.2%) groups have the highest proportion of A and B students in center schools.

Service Types

The District presently emphasizes a transitional bilingual program. The overall goals are to develop English skills, and to provide native language assistance in required school subjects (e.g., math, social studies, and science) while students are acquiring English.

Traditionally special language service has been categorized as ESL (English as a Second Language) or Bilingual RSM (bilingual instruction in Required Subject Matter). At the elementary level, these services have been provided through a "pull-out" model in which the student leaves the regular classroom to receive special instruction*. The bulk of this instruction is supplementary and averages about an hour a day. At the secondary level, ESL is a regularly scheduled class usually taken in place of other language arts instruction. A limited number of full-credit bilingual courses are also offered at some secondary centers for sizable language groups. Program descriptors and course goals for 1979-80 are available from the Bilingual Programs Office.

During the 1979-80 school year, a new service model was implemented to address the needs of "Newcomer" students (primarily Indochinese refugees), who typically had received little or no previous school instruction. Newcomer programs provide ESL, reading, and bilingual subject matter instruction for three to four hours a day. Instruction is designed to introduce students to basic skills and English language skills for virtually the first time and to prepare them to move toward the performance expected of other students in their age groups.

Instructional Staff

Descriptions of instructional staff for bilingual programs have been divided into three categories: certificated teachers, instructional assistants and part-time tutors who are hourly employees. Table 8 shows the number of FTE (Full Time Equivalent) positions assigned to special language programs as of June 1980

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* For a delineation of special language services at representative centers prior to the advent of Newcomer Programs, see A Case Study of Two Representative Bilingual Centers: A Description of Programs and Procedures, Report #79-14.

TABLE 8

DISTRIBUTION OF ESL AND BILINGUAL F.T.E.* STAFF,
BY LANGUAGE BACKGROUND AND FUNDING CATEGORY
(June 1980)

Staff Teaching in English	F.T.E. BY FUNDING CATEGORY			
	District & State Funds	ESEA Title VII	ESAA Title VII**	TOTALS
Certificated ESL	29.6		13.0	42.6
Certificated Newcomer Basic Skills & Generalists	6.0		4.0	10.0
Bilingual Staff by Language Background				
Certificated				
Chinese	8.15		2.0	10.15
Pilipino	2.5		1.0	2.5
Spanish	1.0		1.0	2.0
Korean	5.0			5.0
Vietnamese	4.0		2.0	6.0
TOTAL	20.65		5.0	25.65
Paraprofessional				
Chinese	2.5	3.0	1.0	6.5
Pilipino	1.5	2.0	1.0	4.5
Spanish	.5			.5
Korean	1.5	2.0		3.5
Vietnamese	3.0		1.0	4.0
Japanese	1.5			1.5
Samoan	2.0	1.0	1.0	4.0
Lao	5.5		2.5	8.0
Cambodian	2.8			2.8
Persian	.5			.5
TOTAL	21.3	8.0	6.5	35.8
GRAND TOTAL	77.55	8.0	28.5	114.05

* F.T.E.: Full-time equivalent staff assigned to special language instruction.
** Beginning in 1980-81, ESAA Title VII funding has been recategorized as Title VI.

by funding source, type of instruction (ESL vs. Bilingual) and language background of staff.

In June 1980, approximately 114 FTE positions were funded through a combination of District, State, and federal sources. Of these, about 70% were certificated teachers and 30% were instructional assistants. These two categories of staff provided instruction in 10 major language groups: Chinese, Philippine, Korean, Spanish, Japanese, Samoan, Vietnamese, Lao/Hmong/Mien, Cambodian, Persian and English. In addition, part-time tutors provided services in languages such as French, Thai, Portuguese, Hebrew, Arabic, German and Greek. These part-time tutorial staff are not counted in Table 8.

The State formula for determining student FTE's (see Appendix B) was applied to the bilingual population during the spring of 1980. At that time a total of 2,247 bilingual students represented approximately 772 FTE student units of service; 434 student FTE units of ESL service were being provided to 1,948 students and 345* student FTE units of bilingual RSM service were received by 1,639 students. The difference between student "headcounts" and FTE's illustrates the fact that most special language services are supplemental to students' regular classroom work.

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* The sum of ESL and bilingual RSM FTE's does not equal the overall sum because of transformations attributable to the State formula for calculating student FTE's.

TABLE 9

NUMBER OF STUDENTS IN FLUENCY CATEGORIES A & B AND C-E
BY SERVICE CATEGORY AND YEAR

Year	FLUENCY A & B						FLUENCY C-E					
	ESL Only	BIL Only	ESL/ BIL	Served Sub-Total	Total A & B	% A & B Served	ESL Only	BIL Only	ESL/ BIL	Served Sub-Total	Total C-E	% C-E Served
1976-77	278	53	486	817	1086	75.2	158	197	226	581	4126	14.1
1977-78	400	85	715	1200	1465	81.9	70	420	150	640	3811	16.8
1978-79	348	114	991	1453	1749	83.1	71	205	49	325	3513	9.3
1979-80	460	112	1582	2154	2435	88.5	71	234	100	405	3905	10.4

Service Trends Over Time

Table 9 shows the numbers of students in fluency categories A and B and C-E by Lau service categories* by year (1976-77 to 1979-80). Among fluency C-E students, the absolute number receiving service has dropped from 581 in 1976-77, to 405 in 1979-80; the percentage has dropped also from 14% to 10.4%. In contrast to the general trend a slightly higher percentage of category C-E students (1%) were served in 1979-80 than in 1978-79, with a numeric increase of nearly 100 students. Except for 1976-77, the most frequent service type among category C-E students has been bilingual RSM only. Generally, these service patterns are consistent with the District's continuing attempt to provide both ESL and bilingual RSM service primarily to students in fluency categories A and B.

Conversely, the total number of A and B students served and the percentage served have increased steadily since 1976-77. For example, 817 (75.2%) of the A and B students received some type of special language service in 1976-77; in 1979, 2,154 (88.5%) of the A and B students were served. In addition the percentage of A and B students receiving both ESL and bilingual RSM has increased over time. In 1976-77, 45% of all A and B students received both types of service; by 1979-80, 65% were receiving a combination of ESL and bilingual RSM--the pattern specified in the Lau Plan.

Lau Compliance Service Status

Because the Lau Plan specifies that students in fluency categories A and B should receive both ESL and bilingual subject matter instruction, the District regularly compiles documentation regarding students who do not receive this combination of services. A detailed description of this process is presented in Appendix A.

Table 10 summarizes the results of the review process for 1979-80. The District successfully met its Lau service specifications for a large majority (87%) of students designated as needing service. Only 102 students (5%) lacked documentation explaining why service was not received. A slight shortage in the numbers of bilingual instructors needed was apparent. Seven percent (138 students) of center program enrollees received ESL service but had no access to bilingual service. Given the large number of language backgrounds to be served at multiple program sites, this proportion is small.

The steady increase since 1976 in the numbers and percentage of students in fluency categories A and B who receive both ESL and bilingual service has been matched by a decline in the numbers of parents who waive special language service. In 1977-78, twenty-two percent of parents refused all special service (323 of 1,465). In 1979-80, the percentage had dropped to 6.4% (155 of 2,435), including assumed waivers by center enrollees who had access to service in which they did not participate. This decline is associated with the large influx of Indochinese refugee students who have had no previous instruction in English and little formal education.

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* These service categories are consistent with those used to demonstrate compliance with the Seattle Lau agreement (see Appendix A).

TABLE 10

COMPARISON OF SERVICE AND EXEMPTION STATUS OF FLUENCY CATEGORY A AND B STUDENTS* WITH LAU SPECIFICATIONS
(1979-80 School Year)

LAU PLAN Service Category	Number of Students by LAU Documentation Category				
	Service or Documentation Fulfills Lau Plan	Bilingual Service Not Available (Centers)	Follow-up Needed	TOTALS	
				N Students	% Grand Total
ESL and Bilingual RSM	1,429	--	--	1,429	68.9
ESL Only	224	138	40	402	19.4
Bilingual RSM Only	66	--	6	72	3.5
No Service	94**	21***	56	171	8.2
TOTAL	1,813	159	102	2,074	
% OF GRAND TOTAL	(87.4%)	(7.7%)	(4.9%)	(100%)	

* Students were excluded from this analysis if their English proficiency ratings no longer indicated the need for special language service (see proficiency rating definitions in Appendix B). This procedure produced a smaller population of concern than is represented by the total fluency categories A and B population.

** Includes 31 center students for whom both ESL and bilingual RSM were available.

*** Represents center students for whom ESL service was available, but not bilingual RSM.

Length of Service

Table 11 shows the distribution by grade level (grades 1-6 and 7-9) of special services for students who were in the District during 1976-77 and still in the District in 1979-80 and who were initially assessed as fluency category A or B. Elementary students typically received service for fewer years than their older counterparts; 55% of those who were initially elementary students were receiving no service after four years in the District compared to 40% for students initially in Junior High. Currently, it appears that large portions (almost half) of the fluency category A and B students who remain in the District have been receiving service for at least four years. This group does not include Indochinese students in newcomer programs, who are anticipated to need service for a longer period of time than other students in fluency categories A and B because they have had little previous schooling.

The length of time that students typically receive service cannot presently be tied to consistently applied measures of student skill levels or progress in special language courses. These measures and associated exit criteria are increasingly needed, given the substantial growth in the population needing service. Among many questions to be examined is the extent to which the District is prepared to fund services beyond the time that state and federal funding sources contribute to per pupil costs. For example, the state presently plans to fund bilingual services for a maximum of three years per pupil. Federal grants for designated language groups set other criteria. Because entry and exit criteria vary by funding source, a comprehensive review of present District exiting practices is needed to determine the best available mesh between students' service needs and funds available.

Funding of Bilingual Programs

The average above-baseline cost of special language services has been in excess of $1,000 per student served each year between 1976-80 (see Appendix B for 1979-80 data). Identified costs include some of those associated with student fluency assessment, program administration, translation services, staff inservice training, and supplies and materials, in addition to those representing instructors' salaries. However, many indirect costs are not reflected, e.g., student placement; transportation to centers; data maintenance and reporting; planning, budgeting, and evaluation services.

In 1979-80, 41% of the identified costs of special language services was borne by the District. The remaining revenues were provided by federal (37%) and state (21%) sources. With the shrinking Districtwide enrollment (the source of general revenues) and the continuing influx of new bilingual students, the District might expect an increasing impact of bilingual services on its budget. Additional data concerning the costs and outcomes of special language programs are required to adequately respond to these circumstances and to plan future programs.

TABLE 11

PERCENTAGE OF 1976-77 FLUENCY CATEGORIES A AND B CONTINUING STUDENTS SERVED, BY 1976-77 GRADE LEVEL, NUMBER OF YEARS OF SERVICE, AND SERVICE CATEGORY (1976-1980)

1976-77 Grade Level by Years' Service	Percentage of Students Served by Service Category				
	No Service	ESL Only	Bilingual Only	ESL Bilingual	Total Number of Students
Elementary (76-77)					
% Year 1	19%	24%	6%	51%	268
% Year 2	27%	18%	12%	43%	268
% Year 3	49%	18%	6%	28%	268
% Year 4	55%	12%	10%	24%	268
Junior High (76-77)					
% Year 1	7%	17%	8%	68%	146
% Year 2	18%	14%	16%	51%	146
% Year 3	40%	12%	16%	32%	146
% Year 4	40%	16%	14%	29%	146

ISSUES OF SPECIAL CONCERN

Growth of the Bilingual Population

As indicated in this report, the number of students in the District who have limited skills in English is growing rapidly. This influx of students is expected to have an increasingly complex relationship to planning in several areas: facilities consolidation, desegregation, acquiring sufficient qualified staff and instructional space, developing appropriate instructional strategies, and funding.

Entrance and Exit Criteria for Service

At the present time there are important differences among District practices, State guidelines, and proposed federal guidelines concerning the entrance and exit criteria for special language services. These differences are pertinent because they affect the funding of above-baseline services. The extent of these differences should be assessed and a general District standard for service eligibility should be established. Furthermore, newcomer centers have been established, thereby creating the need to develop objective criteria for determining when students are eligible for newcomer services versus other types of special language services, and when they should move from newcomer programs to other less intensive ESL/bilingual programs.

Need for a Comprehensive Approach to Program Evaluation

Results of attempts to assess the effectiveness of special language programs were published in 1977 and again in 1979*. These results were largely inconclusive because components essential to an assessment of program effects were not systematically developed. For example, measures closely tied to expected program outcomes were not identified or applied. No comparable control groups were established. Initial steps to describe the characteristics and costs of major service delivery models and to identify and measure pertinent student outcomes are planned for the 1980-81 school year. These efforts, undertaken jointly by the Bilingual Programs Office, the Evaluation Office, and the Budget Office, could lay the groundwork for eventual studies of program effectiveness.

Funding

Shrinking Districtwide revenues combined with a growing bilingual population will lead (and have already led) to difficult budgetary decisions. Additional data concerning the costs and outcomes of special language services are required to respond adequately to these circumstances. Determination of exit criteria is inextricably linked to these budget issues.

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* See Reports 77-16 (1975-76 Lau Compliance Evaluation Report), and 79-14 (An Investigation of the Effects of Background Characteristics and Special Language Service on the Reading Achievement and English Fluency of Bilingual Students).

Appendix A

Summary of Seattle's Lau Compliance Plan

Specifications and Procedures

Appendix A

I. Seattle's Lau Compliance Plan:

A Summary of Specifications

Background Information

In January 1974, the United States Supreme Court held that school districts must provide extraordinary services to students of limited English speaking ability. Failure to do so was determined to violate the 1964 Civil Rights Act, which banned discrimination "on the ground of race, color, or national origin." School districts were charged with the responsibility to assure that limited English-speaking students had a "meaningful opportunity to participate in the public educational program."

Interpretation of the requisite educational services implied by the Lau vs. Nichols decision was assigned to the U.S. Office for Civil Rights (OCR). In summer 1975, OCR published The Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful Under Lau vs. Nichols. These Lau Remedies provided guidelines by which school districts could meet federal requirements for the identification, assessment, and instruction of students from non-English language backgrounds.

Also in the summer of 1975, OCR charged that the Seattle School District had violated the civil rights of its students from non-English language backgrounds. Specifically, the District was charged with failing to provide adequate procedures for identifying all students with a primary or home language other than English and assessing their fluency in English, and for failing to provide sufficient instruction in languages other than English. These charges led to the deferral of all additional federal funds requested by the District for the 1975-76 school year, and the possible loss of all federal funds if compliance procedures were not enacted.

In November 1975 and again in February 1976, OCR advised the District that draft Lau Compliance plans did not adhere sufficiently to the guidelines described in the Lau Remedies. District negotiations with regional and central office OCR staff in spring 1976 led to further clarification of the Lau Remedies and to refinement of procedures to be followed in Seattle. In June 1976, at the conclusion of these negotiations, the Seattle School Board approved its present Lau Plan and simultaneously signed a Memorandum of Understanding with OCR. Both parties agreed to cooperate in good faith to implement the Plan.

The document included a three-year timeline for the implementation of activities needed to demonstrate District compliance. All designated activities were to be fully implemented by July 1979. During the period covered by this timeline, the District agreed to provide semi-annual progress reports to OCR on completion of timeline tasks. The last of these reports was forwarded on July 27, 1979.

Overview of the District's Lau Plan

The District's Lau Plan formalized procedures and activities designed to meet the special needs of non-English language background students. These procedures generally reflected the guidelines described in the Lau Remedies, although some important variations were apparent. Nine procedural areas were addressed in the District's Plan: (1) Identification of students with a primary or home language other than English and categorization of their relative fluency in English and in their non-English language; (2) Delineation of service responsibilities for students in each fluency category; (3) Diagnosis and prescription of achievement problems of underachieving students in "upper" fluency categories (C-E); (4) Designation of staff levels for English as a second language (ESL) and for native language subject matter instruction; (5) Description of requisite characteristics and training for instructional staff; (6) Procedures for staff recruitment and placement; (7) Procedures for communicating with parents who are dominant in non-English languages; (8) Guidelines for community involvement and participation in implementation of the Plan; and (9) Evaluation and monitoring guidelines.

Following is a detailed outline of the procedures and activities specified by the Plan.

I. STUDENT IDENTIFICATION

1. Obtain language background data and parents' assessment of relative English fluency for all newly registering students in the District. Obtain answers to the following questions:

   a. Language first learned by the student?

   b. Language most often spoken in the home?

   c. Language most often spoken by the student socially (i.e., with peers)?

   d. Relative English usage of the student in comparison with usage of a non-English language?

2. For each student identified as coming from a non-English language environment, assess student's fluency in English relative to fluency in the native language. Categorize fluency as follows:

   a. Speaks the language other than English exclusively.

   b. Predominantly speaks the language other than English.

   c. Bilingual (speaks both the language other than English and English with equal ease).

   d. Predominantly speaks English.

   e. Monolingual speaker of English.

   Base fluency categorizations on registration data and on structured interviews conducted by Bilingual Programs Office staff who are bilingual in English and the appropriate other languages. Where staff are not available who speak the student's native language, parents or bilingual volunteers may determine fluency categorization.

3. If BPO language categorizations conflict with parents' categorizations, BPO staff will meet with parents to discuss the information available and agree on an appropriation categorization.

4. Maintain and update all language identification and linguistic function data.

II. SPECIAL INSTRUCTIONAL SERVICES

1. For students in fluency categories A and B:

a. Provide services aimed at developing and improving English language proficiency. Amount of instruction is to be "comparable to the period of English language arts instruction" for other students at the same grade level.

And

b. Assure that students receive required course content in their native languages in mathematics, science, social studies, and health. Amounts of instruction in required subjects matter are not specified.

c. Conduct annual analysis to identify fluency category B students eligible for "mainstreaming" on the basis of standardized achievement test scores.

d. Conduct periodic (annual) re-assessments of fluency category B students to assure that:

(1) These students are not "tracked" unnecessarily.

(2) Students most in need of bilingual instruction are not excluded by the "unnecessary participation" of students who could be mainstreamed.

2. Fluency categories C-E:

a. Provide service to underachieving students as described in Section IV of the Plan, Diagnosis and Prescription (see III below).

b. Allow participation in bilingual/bicultural programs on a space available basis according to criteria specified in the Plan.

3. Fluency category A and B students may be excluded from the service specifications described above when:

a. Their parents "have rejected extraordinary program assistance."

b. Such students have been enrolled in a District school for less than six weeks.

4. Alternative Program Models

"The District shall also have the right to establish innovative pilot programs in selected schools for the purpose of developing and evaluating possible alternative forms of service for its English language handicapped students." Program designs, to include evaluation and monitoring sections, must be submitted to OCR 60 days prior to program implementation.

"In the event that the District is subsequently able to demonstrate to the Office for Civil Rights after any of its pilot programs have

been in effect for at least one full school year that such program or programs are as effective as the programs that it is currently providing . . . , it shall have the option of substituting such new programs and of incorporating the same into this plan, and so notify the Office for Civil Rights."

III. DIAGNOSIS AND PRESCRIPTION

1. For fluency C-E students scoring below the 23rd percentile on recent standardized tests, assess and analyze reasons for their educational deficits.

2. Criteria for special service:

   a. Enroll such students in existing compensatory education programs.

   b. In schools lacking formal compensatory programs, advise school staff of academic needs of students.

IV. INSTRUCTIONAL PROGRAMS AND STAFFING

1. Provide Transitional English as a Second Language instruction and native language required subject matter instruction to students in fluency categories A and B in accordance with specified student language group concentration and staff characteristics. Student to staff ratios per class may not exceed District average class size by more than 5 students. Staffing patterns are determined by total student concentrations within each school and by language group concentrations within the total student count, as follows:

   a. Student Concentrations: 1-9 students

      ESL Staffing: Volunteer or paid tutors or paraprofessionals

      Native Language Staffing: Volunteer or paid tutors; peer or cross-age tutors; taped curriculum materials translated into appropriate languages

   b. Student Concentrations: 10+, varied language backgrounds, or common language background scattered across grade levels

      ESL Staffing: Certificated teacher

      Native Language Staffing: Same as (a)

   c. Student Concentrations: 15-19, common language, grouped in grade level clusters appropriate for common instruction (K-2, 2-3, 3-4, 4-5, 5-6, 6-8, 7-9, 10-12, 9-12)

      ESL Staffing: Certificated teacher

Native Language Staffing: Paraprofessional

d. Student Concentrations: 20+, common language, appropriate grade level clusters

ESL Staffing: Certificated teacher

Native Language Staffing: Certificated teacher

e. Student Concentrations: Language groups represented by fewer than 20 students District-wide in fluency categories A and B.

Staffing: If it is not feasible to provide Supplementary Instructional Services as described in (a) above, the District "may at its option provide other forms of support to master required subject matter content."

V. STAFF CHARACTERISTICS AND TRAINING

1. Hire and assign staff meeting the criteria specified in the Lau Plan for certificated, instructional assistant, and tutorial positions.

In addition to general District staffing requirements, the following specifications are stated:

a. For ESL Instructional Staff:

(1) Fluency and literacy in students' native languages preferred. Minimum of 9 weeks' specialized training in ESL language teaching methods, and in linguistic and cultural background of students.

(2) Cultural awareness and sensitivity, and "a thorough knowledge of the cultures reflected in the languages involved."

b. For Bilingual Staff:

(1) "Fluency and literacy in the native language and regional dialect or variant of target students."

VI. STAFF RECRUITMENT AND PLACEMENT

1. Maintain active recruitment program designed to ensure hiring and placement of certificated bilingual staff.

2. Maintain sufficient appropriately trained staff to operate the programs described in the Plan.

VII. HOME COMMUNICATION

1. Convene committee in September 1976 to draft District Guidelines for Home Communication.

   a. Identify documents to be translated and assign priorities for completion.

   b. Recommend strategies that may be substituted for direct translation of written materials.

2. Develop and implement evaluation procedures to monitor compliance with the Guidelines for Home Communication.

VIII. COMMUNITY INVOLVEMENT AND PARTICIPATION

1. Sponsor minimum of three public forums to present and discuss District's Lau Plan.

2. Establish ongoing Bilingual Advisory commission to monitor implementation of the Plan.

IX. EVALUATION

1. Conduct overall evaluation of District's services to students with a primary or home language other than English, including the following tasks:

   a. Monitor District progress on Lau Plan timelines.

   b. Maintain student language and fluency records.

   c. Determine achievement levels for program planning.

   d. Determine comparable effectiveness of Lau Plan services in improving student achievement on standardized tests.

   e. Monitor student enrollment in other special programs and regular District courses.

The specifications of the District's Lau Plan are to be implemented until such time as the District or the Office for Civil Rights formally requests modification. In the fall of 1980, the Department of Education published draft regulations intended eventually to supersede existing Lau Compliance agreements. Congress subsequently blocked further consideration of these draft regulations until June 1981.

II. Lau Compliance: Student Placement, Follow-up, and Documentation of Exemptions

The key specifications of the District's Lau Plan pertain to service criteria and staffing patterns for special language programs serving fluency category A and B students. To determine the extent to which District services fulfill Lau Plan specifications, the Evaluation Office compiles a variety of service and exemption data for these students. For the 1979-80 school year, the key criteria in the review of these data were students' documented access to service, and students documented exemption from the specifications which apply generally to fluency category A and B students.

Student Placement Procedures and Exemption Criteria

The Lau Plan emphasizes that all students in fluency categories A and B must be offered both English as a Second Language (ESL) and native language instruction in required subject matter (RSM) -- mathematics, social studies, science, and health. However, students may be considered exempt from these special services if any of the following conditions pertain:

1. Parents have rejected special assistance.

2. Students' most recent standardized achievement test scores indicate that they are functioning at or above the twenty-third percentile on language arts subtests.

3. Students have been enrolled in the District for six weeks or less.

The following procedures were used to place students and to determine reasons for lack of service in 1979-80.

1. For continuing students. In spring 1979 the parents of all continuing students were notified by mail of their children's fall 1979 school assignments. The Bilingual Programs Office assigned fluency category A and B students to the bilingual center school that best met the service needs of their language groups. Parents were advised that their children's fluency assessments indicated the need for special services, and that the center to which they were assigned would provide the best service for these needs. Parents who chose not to enroll their children in center programs were asked to submit a signed waiver of special language services to the Student Placement Office and to request a change in placement assignment. Children with waivers on file are counted as exempt from Lau service requirements.

2. For new students. After language assessments were completed and a student was determined to be eligible for center services, a bilingual student services assistant contacted the family by phone, in person, or by mail to explain services and obtain parent acceptance/refusal of service. Waivers were recorded on "Transfer Application Forms" for those refusing service.

3. Throughout the school year, ESL teachers and bilingual teachers monitored the enrollment of fluency category A and B students in center programs. Parents of students who were not enrolled for both ESL and bilingual

instruction received written notice. This notice was accompanied by a recommendation based on a joint conference between the ESL/bilingual teachers and the regular classroom teacher. This recommendation either advised parents to enroll their children for the service not being received, or stated that regular classroom teachers had determined that the students were performing satisfactorily without special help. Parents were then asked to sign the notification and return it, indicating agreement or disagreement with the recommendation offered. Responses stating that parents did not want special language service were counted as waivers of service. Written notification was also made to the parents of students for whom bilingual tutors could not be found. The unavailability of tutors was documented, by center school and language group, throughout the year by Bilingual Programs Office staff.

4. Evaluation Office staff completed an analysis of the most recent standardized test scores of fluency category A and B students in grades two through nine. Students not served who scored above the 35th percentile on the California Achievement Test (CAT) Total Reading and Total Language subtests administered in October 1979 were considered exempt from service specifications.*

5. Students who entered the District in May and June, and those whose proficiency ratings indicated that they were ready for exit from special service (see proficiency scale definitions in Appendix B) were omitted from the count of students for whom the District must meet Lau service specifications.

   Preliminary examination of data for center students in the winter of 1980 indicated that many parents had failed to return the notices of incomplete service which had been distributed by ESL and bilingual staff. Therefore, in addition to compiling exemption data, the Evaluation Office completed analyses for all center schools to determine the availability of special language service. ESL service was routinely available at all centers for all language groups; hence it was concluded that students not enrolled for ESL had waived this service, regardless whether or not their parents had returned a signed waiver. On the other hand, qualified bilingual instructors could not always be found for all languages at all centers. Therefore, detailed comparisons were made between the language backgrounds of all bilingual instructors assigned to each center in May 1980, and the language backgrounds of students who did not receive bilingual service. Students who had access to service for which they did not enroll were exempt.

Results of these analyses for 1979-80 are presented in Chapter II of the text.

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* Test score cut-off's were chosen according to those specified by the State of Washington for 1980-81 bilingual programs funding. These cut-offs are consistent across all language groups and are higher than those yielded by the test score analysis designated in the Lau Plan. Thus fewer students were found exempt under the present analysis than might be exempt under Lau Plan criteria.

Appendix B

Detailed Data and Data Descriptors

TABLE A

LANGUAGE DISTRIBUTION OF SEATTLE'S STUDENTS FROM
NON-ENGLISH LANGUAGE BACKGROUNDS BY MAJOR FLUENCY GROUP
(1979-80 School Year)

LANGUAGES	FLUENCY A&B	FLUENCY C-E	TOTAL
African Languages and Dialects			
Amharic	1	4	5
Ibo	6	5	11
Yoruba	1	1	2
Other African Languages	0	5	5
American Indian Languages and Dialects			
Aleut	0	1	1
Blackfoot	0	3	3
Crow	0	3	3
Haida	0	1	1
Navajo	0	6	6
Sioux	0	1	1
Tlingit	0	2	2
Other American Indian Lang.	1	14	15
Arabic	16	25	41
Armenian	3	3	6
Burmese	8	2	10
Chamorro	1	2	3
Chinese Languages and Dialects			
Cantonese	385	398	783
Fukienese	2	1	3
Mandarin	119	79	198
Taiwanese	10	18	28
Toishanese	37	131	168
Other Chinese Languages	43	321	364
Czech	0	11	11
Danish	2	14	16
Dutch	0	32	32
East Indian Languages and Dialects			
Bengali	0	2	2
Hindi	8	58	66
Malayalam	1	4	5
Marathi	0	2	2
Panjabi	3	5	8
Urdu	7	5	12
Other East Indian Languages	2	19	21
Eskimo	1	2	3
Estonian	0	3	3

TABLE A (Continued)

LANGUAGES	FLUENCY A&B	FLUENCY C-E	TOTAL
Fiji	0	1	1
Finnish	2	10	12
Flemish	0	1	1
French	4	51	55
German	7	142	149
Greek	7	102	109
Hawaiian	0	4	4
Hebrew	3	5	8
Hungarian	1	16	17
Icelandic	1	4	5
Indochinese Languages and Dialects			
Cambodian	102	23	125
Hmong	75	0	75
Lao	290	12	302
Vietnamese	490	205	695
Yao	19	0	19
Indonesian	3	5	8
Italian	1	39	40
Jamaican	0	1	1
Japanese	79	252	331
Korean	188	241	429
Lettish	0	13	13
Lithuanian	0	1	1
Malay	4	1	5
Norwegian	9	80	89
Persian/Farsi	49	17	66
Philippine Languages and Dialects			
Ilokano	47	185	232
Tagalog	143	393	541
Sebuano	7	21	28
Other Philippine Languages	14	111	125
Polish	2	11	13

TABLE A (Continued)

LANGUAGES	FLUENCY A&B	FLUENCY C-E	TOTAL
Portuguese	12	8	20
Romany	7	12	19
Romanian	0	1	1
Russian	4	16	20
Samoan	81	204	285
Spanish	99	418	517
Swedish	1	31	32
Thai	23	26	49
Tibetan	0	3	3
Tongan	1	2	3
Turkish	2	6	8
Ukrainian	0	5	5
Yiddish	0	1	1
Yugoslav	0	22	22
Other Languages and Dialects	0	11	11
Missing Language Data	1	4	5
TOTAL	2435	3905	6340

TABLE B

SPECIAL EDUCATION STATUS BY FLUENCY OF BILINGUAL STUDENTS (1979-80)

Handicap Code	Fluency Category					
	A & B		C - E		Total A - E	
	N	%	N	%	N	%
Blind	1	0.0	0	0.0	1	0.0
Deaf	1	0.0	3	0.1	4	0.1
Hard of Hearing	2	0.1	4	0.1	6	0.1
Orthopedically Impaired	0	0.0	2	0.1	2	0.0
Neurologically Impaired	1	0.0	7	0.2	8	0.1
Multiple Handicap	2	0.1	6	0.2	8	0.1
Severely Mentally Retarded	0	0.0	2	0.1	2	0.0
Mildly Mentally Retarded	9	0.4	12	0.3	21	0.3
Moderately Mentally Retarded	3	0.1	5	0.1	8	0.1
Behavior Disorder	1	0.0	4	0.1	5	0.1
Learning Language Disability	2	0.1	43	1.1	45	0.7
Hospital Instruction	1	0.0	0	0.0	1	0.0
No Handicap Code	2412	99.1	3817	97.7	6229	98.2
TOTAL	2435	38.4	3905	61.6	6340	100.0

TABLE C

1979-80 BUDGET ALLOCATIONS FOR SPECIAL LANGUAGE SERVICES*

General Budget Category	Funding Source						Total	
	District		State Bilingual		Federal			
	FTE Staff	Amount	FTE Staff	Amount	FTE Staff	Amount	FTE Staff	Amount
Instructional and Support Staff, Supplies, and Materials	42.48	$972,783	30.9	$588,095	48.58	$988,307	121.96	$2,549,185
Program Administration**	5.85	$176,653	-	-	1.85	$45,862	7.70	$222,515
TOTAL	48.33	$1,149,436 (41%)	30.9	$588,095 (21%)	50.43	$1,034,169 (37%)	129.66	$2,771,700

* Data provided by the District's Budget Office.

** Includes central office clerical staff.

TABLE D

SCHOOL LOCATIONS OF BILINGUAL CENTERS PROGRAMS FOR A AND B AND SELECTED UNDERACHIEVING C STUDENTS (1979-80)

Name of School	Grade Level	The Center is for Students Who Speak*
High School		
Cleveland	10-12	Chinese, Philippine languages, Samoan and any other language
Franklin	10-12	Chinese, Philippine languages, Samoan and any other language
Ingraham	10-12	Philippine language, Korean, Chinese and any other language
Lincoln	9-12	Vietnamese and any other language
**Queen Anne	10-12	Chinese and any other language
Roosevelt	9-12	Korean, Chinese and any other language
Sealth	9-12	Korean, Spanish, Samoan, Philippine languages, Vietnamese and any other language
Hale	9-12	Any language
Jr. High/Middle Schools		
Addams	7-8	Korean, Vietnamese and any other language
Boren	6-8	Samoan, Spanish, Korean, Vietnamese, Philippine languages and any other language
Eckstein	6-8	Chinese, Spanish, Vietnamese and any other language
McClure	7-9	Chinese, Vietnamese and any other language
Mercer	7-9	Chinese, Philippine languages and any other language
Monroe	7-9	Philippine language;s, Vietnamese and any other language
Sharples	7-9	Samoan, Philippine languages and any other language
**Meany	6-8	Indochinese languages
Elementary Schools		
Arbor Heights	K,4-6	Any language
Van Asselt	K,1-3	Chinese, Samoan and any other language
Beacon Hill	K,4-6	Chinese and any other language
Genesee Hill	K,1-3	Chinese and any other language
Schmitz Park	K,1-3	Chinese and any other language
Brighton	K,4-6	Philippine languages and any other language
**Cedar Park	K-6	
**Coe	K-6	Chinese, Laotian, Philippine languages and

TABLE D (continued)

SCHOOL LOCATIONS OF BILINGUAL CENTERS PROGRAMS FOR A AND B
AND SELECTED UNDERACHIEVING C STUDENTS
(1979-80)

Name of School	Grade Level	The Center is for Students Who Speak*
Elementary Schools (continued)		
		any other language
Cooper	K-6	Korean, Samoan and any other language
Dearborn Park	K,4-6	Chinese and any other language
Magnolia	K,1-3	Any language
Gatzert	K,1-2	Chinese and any other language
**Greenwood	K-6	Indochinese languages
Lafayette	K-6	Vietnamese, Japanese and any other language
Kimball	K-6	Chinese, Philippine languages and any other language
Lake City	K-6	Vietnamese, Korean and any other language
**Latona	K-5	Vietnamese, Spanish, Laotian and any other language
Laurelhurst	K-5	Japanese and any other language
Lawton	K-6	Philippine languages and any other language
Lowell	K-5	Korean, Laotian and any other language
Maple	K-6	Any language
Oak Lake	K,1-3	Any language
Sanislo	K-5	Korean, Spanish and any other language
View Ridge	K-5	Chinese and any other language

* When a language is specified this indicates that a teacher or instructional assistant is available in the language. For unspecified languages hourly tutors are sought to work with students.

** A newcomer program component at this site.

ELIGIBILITY SCALE FOR FREE AND REDUCED PRICE MEALS†

Effective July 1, 1979

Free Meals			
Family Size	Gross Income		
	Yearly	Monthly	Weekly
1	$ 4,590	$ 383	$ 88
2	6,040	503	116
3	7,490	624	144
4	8,940	745	172
5	10,390	866	200
6	11,840	987	228
7	13,290	1,108	256
8	14,740	1,228	283
For each additional family member add:			
	1,450	121	28

Reduced Price Meals			
Family Size	Gross Income		
	Yearly	Monthly	Weekly
1	$ 7,160	$ 597	$138
2	9,420	785	181
3	11,680	973	225
4	13,940	1,162	268
5	16,200	1,350	312
6	18,470	1,539	355
7	20,730	1,728	399
8	22,990	1,916	442
For each additional family member add:			
	2,260	188	43

† Source:
Seattle Public Schools
Food Services

COMPUTATION OF FULL-TIME-EQUIVALENT PUPILS (1979–80)†

A full-time-equivalent pupil is one who is enrolled in a planned program for not less than the minimum time specified herein. In cases where a pupil is enrolled for less than the minimum time, he/she shall be considered a fraction of a full-time-equivalent pupil in the ratio that enrollment time bears to minimum time. Full-time-equivalent pupils (Part B) should be expressed in decimals rounded to the nearest hundredth (e.g., 17.23, 16.99, 21.00).

MINIMUM TIME TO QUALIFY AS A FULL-TIME-EQUIVALENT PUPIL*

Kindergarten (Full-day) ..... 4 hours of a scheduled program day (240 minutes)**
Kindergarten (Half-day) ..... 2 hours of a scheduled program day (120 minutes)**
Primary (Grades 1-3) ..... 4 hours of a scheduled program day (240 minutes)**
Elementary (Grades 4-6) ..... 5 hours of a scheduled program day (300 minutes)**
Secondary (Grades 7-12) ..... 5 hours of a scheduled program day (300 minutes)**
Vocational-Secondary (Grades 9-12) ..... 5 hours of a scheduled program day (300 minutes)**

*Exclusive of an intermission at noon but including normal class change passing time
**Scheduled program day means under the direction and supervision of district certificated staff.

† Source:
State of Washington
Superintendent of Public Instruction

SEATTLE'S ORAL PROFICIENCY RATING SCALE (1979-80)*

10 SPEAKS ONLY HOME LANGUAGE

No English skills.
Needs survival ESL and bilingual instruction.

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20 UNDERSTANDS AND SPEAKS HOME LANGUAGE BETTER THAN ENGLISH

21 Understands a little conversational English, but cannot express self orally; gestures or uses one word answers.
Needs advanced-beginning/intermediate ESL and bilingual instruction.

22 Able to understand and speak English in sentences with frequent grammar errors and limited vocabulary.
Needs intermediate/advanced-intermediate ESL and bilingual instruction.

23 Understands and speaks English with minor errors.
Needs advanced ESL and bilingual instruction in some subject areas.

29 Speaks, reads and writes English competently.
Language and academic progress normal.
Ready to be phased out of ESL and bilingual instruction with option to return.

- -

27 Understands and speaks English with minor errors.
Has been in English instruction schools for three years or more.
Academic progress limited due to other factors in addition to language.
Eligible for ESL and bilingual instruction. May need other special programs al

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30 SPEAKS ENGLISH AND HOME LANGUAGE EQUALLY

31 Speaks English comfortably. Academic progress normal.
Needs no special program.

32 Speaks English comfortably. Academic progress limited.
Has been in English instruction schools for three or more years.
Needs remedial/compensatory instruction in reading comprehension, and vocabulary and writing.

33 Limited proficiency in home language and limited proficiency in English.
May need any of the following: Compensatory Education, ESL, bilingual.

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40 UNDERSTANDS AND SPEAKS ENGLISH BETTER THAN HOME LANGUAGE

---

50 SPEAKS ONLY ENGLISH: DOES NOT UNDERSTAND OR SPEAK ANOTHER LANGUAGE

* Major numeric divisions correspond to Lau Plan fluency scale as follows:
1=A; 2=B; 3=C; 4=D; 5=E.

Appendix C

Achievement Characteristics of Students

in Fluency Categories A-C

(Spring 1980)

APPENDIX C

ACHIEVEMENT CHARACTERISTICS OF STUDENTS
IN FLUENCY CATEGORIES A-C
(SPRING 1980)

The following tables summarize achievement test data for bilingual students in fluency categories A, B and C. Test scores for grades 2 through 8 were obtained from the Spring 1980 administration of the California Achievement Test (CAT).

Central Tendency

Table 1 shows the mean and median* percentile values by fluency categories for 10 subtests of the CAT. Fluency A and B** students tend to score well below the national median (50th percentile) on all subtests except those related to math. Their Total Math median (53) is close to the national median, with scores for math computation skills being relatively higher than scores for Math Concepts and Applications.

Fluency category C students have median scores above the national median on all subtests. Their highest median scores were in Math Computation and Spelling.

Stanine Categories

Table 2 shows the distribution of CAT scores in three stanine categories (lower 3, middle 3, and upper 3 stanine categories) by fluency. Students in fluency category A always show the largest percentage of low scoring students. For example, in Total Reading 78.6% of the fluency A students score in the lower three stanines while 48.4% of the fluency B students and 12.5% of the fluency C students score in the lowest category. Again, a higher percentage of high scores is evident on the math-related subtests.

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* Median values are generally preferred when examining distributions of percentile scores because percentile scores represent rankings of students. Mean values are also listed because they are more familiar to some reviewers. It is interesting to note that mean values tend to be higher for fluency A and B students and median values tend to be higher for fluency C students.

** It should be noted that only 15% of the students in fluency category A were tested (in grades 2-8) and 76% of the B's in these grade levels were tested. In comparison, nearly all (96%) fluency category C students were tested.

Grade Level. Table 3 shows the grade level by stanine distribution for the Total Reading, Total Language and Total Math subtests. Among students in fluency categories A and B the percentage of low scoring students tends to increase with increases in grade level on reading and languages tests. However, this pattern is not evident in the math scores. Conversely, among students in the category C group, the percentage with low scores does not tend to increase with increases in grade level.

Language Group. Table 4 shows achievement levels for three CAT subtests by language group for fluency category A and B students. In all three areas (reading, language and math) the highest percentages of low achieving students are in the Cambodian, Lao/Hmong/Mien and Samoan language groups. The lowest percentages of low scoring students are in Korean and Japanese language groups.

TABLE A

CALIFORNIA ACHIEVEMENT TEST PERCENTILE SCORE LEVELS FOR BILINGUAL STUDENTS IN FLUENCY CATEGORIES A, B AND C IN GRADES TWO THROUGH EIGHT (SPRING 1980)*

SUBTEST	Median Percentile	Mean Percentile
Fluency A&B		
Reading Vocabulary	19.4	26.1
Reading Comprehension	24.9	28.9
Total Reading	21.1	26.3
Spelling	33.8	38.6
Language Mechanics	31.8	37.9
Language Expression	21.9	26.9
Total Language	23.8	30.2
Math Computation	66.8	60.8
Math Concepts and Applications	42.2	44.5
Total Math	53.1	52.6
Fluency C		
Reading Vocabulary	54.3	53.5
Reading Comprehension	56.5	55.8
Total Reading	56.2	54.9
Spelling	70.1	63.4
Language Mechanics	65.5	61.8
Language Expression	54.1	53.9
Total Language	60.3	58.3
Math Computation	76.0	69.9
Math Concepts and Applications	67.5	54.1

* The number of students with Total Reading scores in fluency categories A, B and C in grades 2 through 3 are shown below.

Fluency Category A - 56 of 372 students = 15%
Fluency Category B - 548 of 721 students = 76%
Fluency Category C - 1026 of 1074 students = 96%

TABLE B

PERCENTAGE OF LIMITED ENGLISH FLUENCY STUDENTS WITHIN FLUENCY CATEGORIES BY THREE STANINE CATEGORIES*

SUBTEST	STANINE CATEGORY			
	% Lower Three Stanines	% Middle Three Stanines	% Upper Three Stanines	Total Number
Reading Vocabulary				
Fluency A	70.2	26.3	3.5	57
Fluency B	51.5	44.0	4.5	559
Fluency C	15.4	60.0	24.6	1030
Reading Comprehension				
Fluency A	64.3	33.9	1.8	56
Fluency B	43.5	52.0	4.5	554
Fluency C	11.6	63.5	25.0	1030
Total Reading				
Fluency A	78.6	19.6	1.8	56
Fluency B	48.4	48.2	2.9	548
Fluency C	12.5	64.8	22.7	1026
Spelling				
Fluency A	53.6	41.1	5.4	56
Fluency B	37.3	48.4	14.4	550
Fluency C	10.2	51.0	38.8	1026
Language Mechanics				
Fluency A	61.8	30.9	7.3	55
Fluency B	38.0	49.2	12.8	547
Fluency C	10.3	54.5	35.2	1029
Language Expression				
Fluency A	73.2	26.8	0	56
Fluency B	48.9	47.1	4.0	548
Fluency C	14.5	61.3	24.2	1028
Total Language				
Fluency A	72.7	25.5	1.8	55
Fluency B	44.8	49.9	5.7	543
Fluency C	11.6	58.5	29.9	1026

(TABLE B Continued)

SUBTEST	STANINE CATEGORY			
	% Lower Three Stanines	% Middle Three Stanines	% Upper Three Stanines	Total Number
Math Computation				
Fluency A	23.4	33.8	42.9	77
Fluency B	14.3	47.5	38.2	573
Fluency C	6.3	46.4	47.3	1026
Math Applications				
Fluency A	48.6	41.7	9.7	72
Fluency B	23.8	58.4	17.8	563
Fluency C	8.2	53.1	38.6	1020
Total Math				
Fluency A	25.7	52.4	21.4	70
Fluency B	17.9	56.8	25.4	560
Fluency C	6.7	49.2	44.1	1017

* Scores are from the Spring, 1980 administration of the California Achievement Test--grades 2-8.

TABLE C

PERCENTAGE OF LIMITED ENGLISH FLUENCY STUDENTS WITHIN GRADE LEVEL BY THREE STANINE CATEGORIES*

FLUENCY A&B

Subtest	Grade Level						
	2	3	4	5	6	7	8
Total Reading							
%L3S**	43.0	41.7	41.2	59.8	51.7	60.6	66.0
%M3S**	49.5	55.2	55.7	40.2	45.0	37.9	33.0
%U3S**	7.5	3.1	3.1	0	3.3	1.5	1.0
N	93	96	97	92	60	66	100
Total Language							
%L3S	45.8	42.3	41.5	50.0	45.0	47.0	56.7
%M3S	49.0	49.5	50.0	45.5	50.0	50.0	41.2
%U3S	5.2	8.2	8.5	4.5	5.0	3.0	2.1
N	96	97	94	88	60	66	97
Total Math							
%L3S	19.0	23.2	22.8	19.4	8.3	16.7	16.8
%M3S	59.0	49.5	45.5	59.2	60.0	56.1	66.3
%U3S	21.9	27.3	31.7	21.4	31.7	27.3	16.8
N	105	99	101	98	60	66	101

FLUENCY C

Total Reading							
%L3S	12.5	11.7	8.3	13.5	14.0	13.8	13.4
%M3S	60.7	62.6	76.4	60.1	61.0	66.2	68.1
%U3S	26.8	25.7	15.3	26.4	25.0	20.0	18.5
N	112	179	144	163	164	145	119
Total Language							
%L3S	12.4	11.2	9.1	14.7	9.2	14.6	9.8
%M3S	57.5	52.2	56.6	51.5	59.5	66.7	68.9
%U3S	30.1	36.5	34.3	33.7	31.3	18.8	21.3
N	113	178	143	163	163	144	122
Total Math							
%L3S	7.1	6.2	6.3	9.9	3.7	7.1	6.7
%M3S	55.4	46.6	50.3	45.7	50.6	48.2	49.6
%U3S	37.5	47.2	43.4	44.4	45.7	44.7	43.7
N	112	178	143	162	162	141	119

* Scores are from the Spring, 1980 administration of the California Achievement Test--grades 2-8.

** Abbreviations for Lower, Middle and Upper Three Stanine Percentages.

TABLE D

PERCENTAGE OF LIMITED ENGLISH FLUENCY STUDENTS WITHIN LANGUAGE GROUPS BY THREE STANINE CATEGORIES*

	LANGUAGE GROUP									
SUBTEST	Chinese	Philippine	Korean	Spanish	Japanese	Samoan	Vietnamese	Cambodian	Lao/ Hmong/ Mien	Other Languages
Total Reading										
%L3S**	50.4	43.0	24.6	43.2	37.0	69.8	54.5	68.6	89.7	54.5
%M3S**	43.9	53.5	75.4	54.1	63.0	30.2	43.8	32.0	7.7	40.0
%U3S**	5.7	3.5	0	2.7	0	0	1.8	0	2.6	5.5
N	123	86	57	37	27	43	112	25	39	55
Total Language										
%L3S	36.7	41.2	26.8	47.2	16.0	68.2	51.4	64.0	90.0	48.2
%M3S	51.7	57.6	64.3	47.2	64.0	31.8	47.7	36.0	7.5	46.4
%U3S	11.7	1.2	8.9	5.6	20.0	0	.9	0	2.5	5.4
N	120	85	56	36	25	44	111	25	40	56
Total Math										
%L3S	11.5	16.3	4.9	26.3	3.7	41.9	12.4	60.0	40.5	17.9
%M3S	51.9	80.2	45.9	47.4	14.8	55.8	66.9	32.0	52.4	58.9
%U3S	36.6	3.5	49.2	26.3	81.5	2.3	20.7	8.0	7.1	23.2
N	131	86	61	38	27	43	121	25	42	57

* Scores are from the Spring, 1980 administration of the California Achievement Test--grades 2-8.

** Abbreviations for Lower, Middle and Upper Three Stanine Percentages.